

AN ANALYSIS OF THE LITERATURE ON
LIBRARY LEGISLATION, 1936-1949.

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BY
RICHARD G. GRIFFIN

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CHAPTER I

HISTORICAL BACKGROUND

The purpose of this study is to analyze library legislation literature for the period 1936 through 1949. Two indexes were used in finding the material; Library Literature for the periods 1936 through 1941, and 1946 through 1949; and those issues of the Library Journal which indexed library literature during the period 1942 through 1945.

This study will be concerned with the trends in federal, state, county and municipal library legislation literature. The twofold objectives of such a study are: (1) to make a survey of the literature during the thirteen-year period, (2) to make a general summary statement or report on the developments and trends in library legislation literature during the stipulated period.

A thorough check of the literature established the fact that no such study had been attempted before. The material to be studied and analyzed herein is made up mostly of periodical literature and pamphlets issued by national and state library associations. After checking the two indexes previously mentioned, the references found were classified as to national, state, county and municipal library legislation. By national legislation literature, it is herein meant any literature published in a journal of national appeal, or that consisted of digests and indexes of laws, bills and statutes passed or introduced into the United States Congress. State, county and

municipal library literature about legislation is herein grouped together, and is referred to anytime library legislation literature is published in a state library association journal or bulletin. State library legislation literature is also referred to whenever information about state library legislation appears in a journal of national appeal, such as the American Library Association Bulletin, the Library Journal, and the College and Research Libraries Bulletin.

This broad classification is further broken down to show (1) laws, bills and statutes, reprinted from actual statutes, (2) discussions of the laws, bills and statutes, and (3) discussions and comments on the need for more and better legislation in regard to libraries. Further explanation of the methodology used in the analysis of the material will be given in each chapter.

Library legislation in the United States is of the four types previously stated. National legislation relates mainly to such subjects as book postage, the importation and exportation of books, the distribution of government documents, and to libraries under federal control.¹ Although under consideration, no law giving federal aid to libraries in municipalities and rural areas has yet been passed.

State legislation in regard to libraries began with a South Carolina act in 1700. The people of this colony were

¹ William F. Yust, Library Legislation. (Chicago, 1921), p. 1.

mostly plain people and rich planters. Only thirty years after the beginning of Charleston, the Provincial Assembly had an opportunity to establish a device for promoting the literary improvement of the people, and particularly of the rising generation.¹ This device was the Provincial Library.

This library has a history that goes back to England and to the Rev. Thomas Bray. In 1696, Bray was appointed the official representative of the Bishop of London to the American Colonies. While waiting to leave for America, he recognized the necessity of providing the clergy of the new world with books. This formed the background for his idea of a provincial library in each colony.² Numerous parochial libraries "for a publicke (sic) use" were established in the cities of the colonies from Boston, Massachusetts, to Charleston, South Carolina. One of these lending libraries was the first to provide for its own protection and regulation.³ This library was in Charleston, South Carolina.

There was no appropriation of public funds for the annual support or enlargement of the library. However, the book collection was increased several times, mostly by gifts.⁴ The library was used to such an extent that it was necessary for the Assembly to pass a supplementary library act of June 7, 1712.

¹Frances Lander Spain, "Libraries of South Carolina; Their Origins and Early History." Library Quarterly, Vol. XVII, (January, 1947), p. 29.

²Ibid., p. 29.

³William F. Yust, op. cit., p. 2.

⁴Frances Lander Spain, op. cit., p. 31.

According to such writers as W. R. Eastman, H. A. Homes, and W. I. Fletcher, there have been five stages in the evolutionary progress of library legislation. These are: (1) special society libraries, (2) school district libraries, (3) town libraries, (4) state-aid to libraries, and (5) county libraries.

The establishment of special society libraries, the first stage of library legislation development appears in the incorporation of joint-stock companies, known under such names as proprietary, social, subscription, and even public libraries. The earliest of these was the Philadelphia Library Company, incorporated in 1742.¹ Benjamin Franklin, who had founded it eleven years earlier, called it the "mother of all subscription libraries in North America." Another example of such a library was the one established by the Charleston Library Society. In order to make books more available in Carolina, a group of seventeen young men met in 1784 to raise funds to purchase pamphlets and magazines from England.²

These libraries were from the first recognized as public benefits, and their establishment was encouraged by exemption from taxation.³ Laws to this effect clearly distinguished between clubs and similar organizations for the mutual benefit

¹ William F. Yust, op. cit., p. 3.

² Frances Langer Spain, op. cit., p. 32.

³ William Fletcher, Public Libraries in America. (London, 1894), p. 20.

of their members and library associations. Even libraries in the hands of a society were regarded as a public good.

Then came the enactment of general laws for incorporating these co-operative associations, which sprang up in great numbers. With the rise of the free public library idea, their privileges were extended further and further until many of them became free libraries with a legal standing as part of the library system of the state.¹ In this way, numerous modern libraries are the direct outgrowth of subscription libraries.

It was not until almost a century had passed that the second stage of library legislation was reached. This period was marked by the establishment of school district libraries, which were founded and conducted under state school laws. These libraries were, however, not only for the benefit of school children, but they were also for the adult inhabitants within the boundaries of the school districts.² This movement began in New York State in 1835, where legislation was passed establishing school district libraries. For many years, the state made an annual appropriation of \$55,000, with an equal amount to be raised locally. For a time, great hopes were entertained that these libraries were to solve the problem of supplying the people at large with the wholesome, profitable reading.³ This system operated in New York for over fifty years, but proved to have two serious weaknesses: first, the amount

¹William F. Yust, op cit., p. 3

²Ibid.

³William I. Fletcher, op. cit., p. 21

of money available for any one district was too small to provide suitable additions of books; and next, there was no adequate state supervision and no proper local management to insure the preservation and usefulness of the books.¹ Although a failure, the plan had a two-fold value. First, it embodied the theory that public libraries are a vital part of any complete system of public education and they they thus helped to show the people the need of usefulness of reading. Secondly, it served as an example of how to support a library by public taxation.²

The New York law creating the school district libraries was the first known attempt by a state law to allow the people to tax themselves for the maintenance of public libraries. In 1848, the Massachusetts legislative body passed a special law permitting the City of Boston to levy a tax of \$55,000 for the support of a free public library. Thus began the third stage of library legislation in this country. In 1849, the New Hampshire legislature passed a similar law, but made it applicable to the entire state. Massachusetts extended its law in 1850. Technically speaking, New Hampshire has the honor of having passed the first general law for the establishment and maintenance of free public libraries by towns throughout the state, through municipal taxation.³

¹ William F. Yust, op. cit., p. 4

² Sidney Dizien. "The School District Library, 1835-1865." Library Quarterly, Vol. X, (October, 1940) pp. 552-3.

³ William F. Yust, op. cit., p. 5

Legislation governing the establishment of municipal libraries in New England seems to have met with little resistance in either the state legislature or the local councils. So infrequently were moves to create libraries defeated, that librarians, by 1876, were beginning to speak with confidence in the future of their profession. Where laws did not guarantee the support deemed necessary for successful maintenance of libraries, librarians were certain that public opinion would take care of everything.¹

After the New Hampshire and Massachusetts laws, the remaining New England states enacted their public library laws within the quarter century. Maine passed its law in 1854, Connecticut, in 1896, Rhode Island in 1867, and Vermont in 1865.²

Massachusetts is responsible for the beginning of the fourth stage of library development, for in 1890 that state created a commission to promote the establishment and efficiency of libraries throughout the state. The five-member commission, appointed by the governor, was authorized to give advice and assistance to any free public library, and as much as one hundred dollars worth of books to any town establishing such a library. This principle of state-aid inaugurated a new era in library development.³ While the state had hitherto been

¹William F. Poole, "State Legislation in the Matter of Libraries." Library Journal, Vol. II, p. 8.

²Sidney Ditzien. Arsenals of Democratic Culture. (Chicago, 1947), p. 31.

³William F. Yust, op. cit., p. 5

passive and its laws permissive, it now became active and aggressive, all the initiative had to be taken by the municipalities; now, through this state body, an outside stimulus and support was given to local effort. The new example set by the Massachusetts legislature was rapidly followed by other states. Sixteen similar commissions had been established in as many states within ten years.

Basically, there are twelve functions of such commissions. They are:

- (1) establishing local libraries;
- (2) aiding and improving local libraries;
- (3) promoting careful and helpful cooperation between libraries;
- (4) raising the quality and standards of library service;
- (5) providing aid in school libraries;
- (6) aiding libraries in state institutions;
- (7) providing library facilities where no library exists locally;
- (8) selecting and distributing public documents;
- (9) setting up libraries for the blind
- (10) giving legislative reference service;
- (11) establishing standards of library service;
- (12) issuing certificates of qualifications to librarians.¹

Thus far we have seen the library develop from legislation for special society libraries to school district libraries, to town libraries and then to state-aid for libraries. Now we

¹William F. Yust, op cit., p. 5

come to legislation for county libraries, the fifth stage in library legislation development.

The county had, from the beginning, been recognized as a strong political unit for public school organization, and had long presented possibilities for furnishing library facilities for large, sparsely settled areas. Although, libraries were provided for as early as 1816 in the state constitution of Indiana, and a number of laws were passed to carry out this provision, little was done there or in any other state with similar laws until the subject was revived by the Ohio Legislature in 1898.¹ This led to similar considerations in other states, and in 1909, California passed its comprehensive law, which, for many years, was used as a model by other states.

Since 1909, there have been several important developments in library legislation. These developments began in 1916, which was an eventful year as far as libraries were concerned. Very little state legislation in support of libraries was passed. Virginia made an attempt to secure the service of a library organizer to go among the libraries of the state, under the direction of the library board, but the bill for such action failed to pass the state legislature.²

A bill for county free libraries was introduced in the legislature of Mississippi, but failed to be reported from the

¹ Op. cit., p. 5

² Library Journal, Vol. XLII (1947), pp. 11-13.

committee to which it was referred.¹

The New York Legislature passed an act exempting from taxation all real estate owned by a free public library situated outside of a city, the income of which was needed and used for purposes of the library. Formerly, only free libraries of villages of third and fourth class received such exemption.

Also during the same time an amendment to the library law of Illinois increased the maximum tax levy for city libraries from 1.1 to 2 mils, and, in cities of over 100,000 people, from six tenths of a mil to one mil. Many other cities also had a two mil rate.²

Passing on to 1926, we find that in that year California increased its state-aid to many counties and their libraries. These increases ranged from \$300 to \$700. Georgia, in that year, failed to pass the general county library law that was introduced into the legislature. But that state did pass a law authorizing certain counties to appropriate not over \$600 for the support of a public library in the county. This law, because of the population limitation imposed in the act, applied to only one county.³

Florida passed a law creating a state library board of three members, to be appointed by the Governor for four year terms. The bill creating such a board was sponsored by the

¹Library Journal, Vol. XLII (1947), pp. 11-13.

²Ibid

³Library Journal, Vol. LI, (1926), pp. 945-48.

state library association. Such laws are indications of the trends in library legislation at that time.

Also in 1926, Mississippi created a state library commission of five members, **two** of which were appointed by the governor, and three were ex-officio. These ex-officio members were the state librarian, the president of the State Federation of Women's Clubs, and the president of the state Library Association. This commission was formed to give advice concerning the establishment and maintenance of public libraries, and the operation of travelling libraries.

In 1931, the American Library Association Committee on Library Legislation reported that increasing financial difficulties of the states made it increasingly difficult to obtain legislation for liberal state grants to libraries. This was just two years after the stock market crash of 1929, and every organization was having financial difficulties. Also in 1931 Illinois proposed a plan to aid county libraries in meeting the initial high costs of libraries. The county library tax-rate of two-thirds of a mil was found to be insufficient to permit satisfactory service. The state legislature proposed a biennial appropriation of \$25,000. For the first year after its establishment, a county might receive from the state an amount equal to one half of its library expenditures, but not to exceed \$6,000. For the second year, one third of its expenditure could be received from the state, but not more than \$4,000. For the third year, one sixth of its expenditure, but

not more than \$2,000 could be received from the state. This law had the backing of the state library association, and the state-wide extension committee.¹

By 1932, the idea of regional libraries had developed, with several state library laws permitting contracts between counties for library service. Also during the 1931-32 period, the United States Congress made an appropriation of \$100,000 to the Library of Congress, for the provision of books for the blind. Altogether in that period, twenty-one of the forty-eight states passed some laws that related to libraries.²

The downward trend in library appropriations seems to have been halted by 1936. Of the state extension agencies reporting to the American Library Association in that year, only three noted a decrease and these were very small. In the other states, increases were fairly general and generous. In Idaho, for example, the Free Traveling Library Commission's appropriation was increased from \$11,000 to \$25,000 and Nebraska's appropriation was increased from \$25,000 to \$40,000.³

One of the most significant trends of the period was the increased effort on the part of the state library associations to secure state-aid for public libraries. Six states, Arkansas, Michigan, Ohio, North Carolina, Tennessee and Vermont, were successful in securing acts for such aid, and all but North Carolina and Tennessee also secured substantial appropriations

¹American Library Association Bulletin, Vol. XXVI, (1932), p. 255.

²Ibid., p. 256

³American Library Association Bulletin, Vol. XXXI, (1937), p. 565.

for putting them into execution. Five other states, Illinois, Texas, Indiana, Washington, and West Virginia, sought to provide for similar aid, but their legislation was defeated.¹

During the period 1932-1936, the federal government played an indirect role in the improvement of library service. With the onslaught of a depression, the federal government instituted a Public Works Program in which the state and national governments cooperated in providing work for the unemployed. Such a program benefitted libraries in that many library buildings were constructed, or underwent major repairs.

Also during that time (1936), an appropriation of \$25,000 was included in the budget of the United States Department of the Interior for a Library Service Division in the Office of Education. One can but wonder how any advice was given to the libraries before that time.²

In 1939, a form of federal aid to education in which libraries would have benefitted was proposed to the United States Congress. It provided for aid to rural libraries. The bill stipulated that the aid would be administered by state departments of education. The states retained their right to initiate the use of this federal aid. Unfortunately, the bill failed to pass the Congress.

¹Ibid., p. 566.

²Ibid., p. 566.

As to state legislation, state aid was neither initiated nor continued in five states: Arkansas, New Hampshire, Ohio, Pennsylvania and Vermont. Michigan's \$50,000 program was vetoed by the governor. State library agencies in only six states received any consideration. Alabama, Connecticut, Indiana, Montana and West Virginia approved contract service and regional planning for libraries.¹

Progressing to 1945, we find that the volume of library legislation passed exceeded that of the previous few years. Throughout, there was manifest a progressive tendency, yet the progress achieved in some states indicates that greater aggressiveness could have produced better results. Much of the progressive legislation passed was of a general character and affected libraries and librarians, in many instances, only by implication. In some instances, however, aggressive and forceful leadership produced definite and specific library legislation.²

In 1937, the Washington state legislature passed a bill creating a public library fund, but this measure was vetoed by the governor. Later, in 1945, a first appropriation of \$283,000 was finally made into a law, thereby creating the long awaited public library fund.

¹ American Library Association Bulletin, Vol. XXXIII, (1939), p. 627.

² American Library Association Bulletin, Vol. IXL, (1945) p. 347.

Arkansas made a biennial appropriation of \$170,000 for state-aid and for the operation of the state library commission. This was an increase over the previous biennial appropriation of \$120,000.¹

Also in 1945, the Montana Library Association succeeded in getting a first appropriation for the state library extension commission, which was established in 1920. The amount of \$20,000 appropriated was obviously only a beginning, if library service was to be improved in a state the size of Montana.²

Some legislation for county and regional libraries also passed during this time. North Dakota passed a law permitting counties to establish libraries by popular vote or to contract with other counties or with existing libraries for library service. North Carolina amended its law to facilitate cooperation of counties and municipalities in establishing and maintaining larger library units.³

In 1945, any tax supported library could apply to the Federal Works Agency for an advance of funds for the planning and preparation of any tax supported construction it expected to make within the coming three years. The funds were available without interest, but had to be refunded to the federal government when and if the funds for the construction were made available.⁴

¹Ibid., p. 348

²Ibid., p. 187

³Ibid., p. 188

⁴Ibid., p. 240

Probably the most important recent development in library legislation was the introduction and subsequent failure of the Public Library Demonstration Bill. This was the second attempt, the first being made in January, 1946, by the American Library Association for the passage of this bill for federal aid to libraries. Much effort had been expended to secure the passage of this bill, but the measure failed to pass the United States Congress.

Now that we have an overview of the historical developments of library legislation, we shall now analyze the literature for the period 1936 through 1949 according to the types, federal, state, county and municipal.

CHAPTER II

NATIONAL LIBRARY LEGISLATION LITERATURE

With a total of 157 references to literature on library legislation, 48 were found to have been published in journals of national appeal, such as the American Library Association Bulletin, the Library Journal, and the Colleges and Research Libraries Bulletin. These 48 entries, found in either Library Literature or Library Journal, are divided here into three classes; (1) reprints of laws, bills and statutes, (2) discussions of the laws, bills and statutes, and (3) discussions of the need for more and better library legislation. Each of these classes will be discussed separately.

Reprints of Laws, Bills, and Statutes

Up until 1946, all of the entries falling into this first class were reprints of state laws, bills and statutes. Table 1 shows the frequency of these reprints. With a total of 12 entries indexed, 7 were found to be reprints of state laws, and the remaining 5 were reprints of the Public Library Demonstration Bill. Of the 7 that dealt with state laws, bills and statutes, 3 were digests of state library laws, 4 were merely indexes of these state laws.

As shown by Table 1, the 12 reprints were published at fairly frequent intervals. The first was published in 1937; after a three year break, others began to appear. It would seem that more concentrated effort has been made towards publishing reprints of laws, bills and statutes since the second introduction of the Public Library Demonstration Bill early in 1947.

TABLE 1

NUMBER OF REPRINTS OF NATIONAL
LIBRARY LAWS, BILLS AND STATUTES PUBLISHED YEARLY,
1936-1949

Year	Number
1936	0
1937	1
1938	0
1939	0
1940	0
1941	2
1942	2
1943	1
1944	0
1945	1
1946	1
1947	1
1948	2
1949	1
TOTAL	12

Discussion of Laws, Bills and Statutes

Most of the literature falling into this second class, before 1946, was of a general nature. That is, the literature found indexed in the sources used was concerned only with a summarization of state laws in regard to libraries, with little mention of legislation passed by the United States Congress in regard to importation and exportation of books and book postage rates. Table 2 shows the frequency of the publication of these discussions.

More discussions of library laws, bills and statutes were published before 1946, when the Public Library Demonstration Bill was re-introduced into the U. S. Congress. Table 2 shows that the frequency of publication, however, has been greater after the re-introduction of this Bill.

TABLE 2

NUMBER OF DISCUSSIONS OF
LIBRARY LAWS, BILLS AND STATUTES PUBLISHED YEARLY,
1936-1949

Year	Number
1936	2
1937	2
1938	1
1939	2
1940	1
1941	1
1942	2
1943	2
1944	0
1945	1
1946	4
1947	3
1948	1
1949	3
TOTAL	25

Discussion of the Need for More and Better
Library Legislation

The library legislation literature which exists in this section was mostly an appeal for more legislation on the state level. It was not until 1947 that literature began appearing in greater numbers with an appeal for more national library legislation. This was, in most instances, appeals for support of the Public Library Demonstration Bill, which was re-introduced into the national Congress during that year. Table 3 shows the frequency of the publication of these discussions.

The literature found for the years 1936, 1937 and 1938 in this class was an appeal for more and better state libraries. Although the opinion may be erroneous the following Table 3 seems to show that there was no concerted effort to improve

TABLE 3

NUMBER OF DISCUSSIONS OF THE
NEED FOR MORE AND BETTER LIBRARY LEGISLATION
PUBLISHED YEARLY, 1936-1949

Year	Number
1936	1
1937	1
1938	1
1939	0
1940	0
1941	0
1942	0
1943	0
1944	0
1945	1
1946	2
1947	3
1948	2
1949	0
TOTAL	11

legislation for libraries by librarians, during these years. After the introduction of the Public Library Demonstration Bill, the situation seems to have changed a little, especially in regard to consciousness of the need for more and better library legislation.

Summary

According to the material found in this study, 21 references or slightly less than 44% of the material published in the area covered by this chapter dealt solely with national library legislation. The other 56% was concerned primarily with the digests and summaries of state library legislation. As such, the material apparently sought to encourage other library associations to press for more and better library legislation.

CHAPTER III

STATE, COUNTY AND MUNICIPAL LIBRARY LEGISLATION LITERATURE

In this chapter all library legislation literature, besides being either state, county or municipal in nature, is divided roughly into two groups:(1) all literature pertaining to state, county or municipal laws for libraries, and published in a state library association's journal, and (2) all literature published in a journal of national appeal, such as the American Library Association Bulletin, the Library Journal, and the College and Research Libraries Bulletin, but which relates specifically to one state's laws, whether state-wide, county or municipal. This grouping is made because, in most instances, all of a state's library laws are reprinted or discussed together. But after dividing them into these two groups, the groups themselves are discussed individually.

State Library Legislation Literature

This class of library legislation literature contains a total of 110 entries. This includes state, county and municipal library legislation literature of three types; reprints of state library laws, bills and statutes, discussions of the existing library laws, bills and statutes, and discussions of the need for more and better state library laws. These 110 entries were published as shown in Table 4.

Table 4 shows that 25 states have published at least one item of literature on library legislation during the 13 year period studied. Of these 25 states, eight of them have published only one item of material, 11 have published two to five items, three have published from six to 10 items, and three have

TABLE 4

TOTALS, BY STATE AND BY YEAR, OF STATE, COUNTY AND MUNICIPAL
LIBRARY LEGISLATION LITERATURE PUBLISHED,
1936-1949

STATE	TOTAL	1936	1937	1938	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948	1949
California	8	-	-	1	1	-	2	-	-	-	2	1	1	-	-
Colorado	2	-	-	1	-	-	-	-	-	-	-	-	1	-	-
Illinois	18	2	4	2	2	-	4	-	-	1	-	1	2	-	-
Indiana	8	-	1	-	1	1	1	-	1	-	-	-	2	-	1
Iowa	7	-	1	-	-	1	-	-	-	-	1	1	1	1	1
Kansas	3	-	-	-	1	-	-	-	-	-	-	1	-	1	-
Massachusetts	1	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Michigan	4	-	1	-	-	-	1	-	-	1	-	1	-	-	-
Minnesota	2	-	1	-	1	-	-	-	-	-	-	-	-	-	-
Missouri	15	1	-	-	-	1	-	7	1	2	1	1	1	-	-
Montana	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-
Nebraska	1	-	-	-	-	-	-	-	-	-	-	1	-	-	-
New Jersey	2	-	-	1	-	-	-	-	-	-	-	1	-	-	-
New Hampshire	3	-	-	-	1	-	-	-	1	-	-	-	1	-	-
New Mexico	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-
New York	2	-	-	-	-	-	-	-	-	-	-	-	-	1	1
North Carolina	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-
Ohio	5	-	2	-	-	1	-	-	-	1	-	-	1	-	-
Oklahoma	3	-	1	1	-	-	1	-	-	-	-	-	-	-	-
South Dakota	1	-	-	-	-	-	1	-	-	-	-	-	-	-	-
Tennessee	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-
Texas	4	-	1	-	2	-	-	-	-	-	-	-	-	-	1
Vermont	1	-	1	-	-	-	-	-	-	-	-	-	-	-	-
Virginia	5	-	-	-	-	-	-	-	-	2	-	2	-	1	-
Washington	11	-	1	-	1	-	3	-	-	-	-	2	-	2	2
TOTALS	110	4	14	7	10	4	13	7	3	7	4	12	12	6	7

published from six to ten items, and three have published over 10 items. Using these figures, we find that each state has published an average of 4.4 items during the period studied.

Table 4 also shows another interesting fact and that is that certain sections of the country have published more library legislation literature than others. It was found expedient, for the purpose of this study, to divide the United States into four distinct regions; northern states, comprising the states of Massachusetts, New Jersey, New Hampshire, New York and Vermont; the southern states, composed of the states of North Carolina, Tennessee, Texas and Virginia; the far western states, composed of California, Colorado, Montana, South Dakota, Washington and New Mexico; and the middle western states, composed of Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Oklahoma. It was realized, that other researches have used different and more varied regional divisions, but the above such division was found to be better suited to the objectives of this study than any other. Thus, according to this division, Table 4 shows that the middle western states seemingly have given more attention to legislation for libraries than any other region of the country. These 10 states published a total of 66 items. This means that every state in the region of the country has published an average of 6.6 items for the thirteen year period.

Second in the number of items published are the six far western states. These states published 24 items, giving each

state in that region an average of four items each published during the thirteen year period of the study. After the far western states come the four southern states which have published a total of 11 items of library legislation literature on the state level. This gives each state in that region an average of 2.75 items published.

The section or region having the lowest interest, or the least interest according to these figures, was the northern states. These five states published only nine items of library legislation literature for an average of 1.8 items published per state.

In order that these sectional averages should not be misleading, it must here be pointed out that there is a relationship between these sectional averages and the percentage of the total number which each state published. Here too, will be found that the middle western states lead, with 37.6 per cent of the literature being published by these states. Second in percentages of the total number published, come the northern states which published 27.7 per cent of the total number. Next are the southern states, with 22.7 per cent to the total number being published there. Lastly, come the far western states which published only 12 per cent of the total number published.

Both groups of these statistics show that the middle western states, during the past 13 years at least, have shown more interest in library legislation than any of the other three sections of the United States. This would seem a fair conclusion

although an imperfect one, if we use totals of library legislation literature published during the period.

Now that the literature of state, county and municipal library legislation has been examined as a whole, it is time to consider the three types, namely, reprints of laws, bills and statutes, discussions of the laws, bills and statutes, and discussions of the need for more and better library legislation.

Reprints of Laws, Bills and Statutes

Into this section of the study have been placed 37 items. Table 5 shows the frequency of their publication.

Table 5 shows that the largest number of reprints of state laws, bills and statutes published during any one year was in 1946 when eight were published. The next largest number, five in 1941. It would seem significant that the two highest numbers of reprints published were immediately before and immediately after World War II. This is easy to understand if we remember that an all out effort was made toward the winning of the war and paying for the war. State legislatures did not feel inclined to increase their already high taxes for increased and improved library facilities.

Table 5 also shows that, in numbers published, the middle western states again lead. The eight states, Illinois, Indiana Iowa, Kansas, Minnesota, Missouri, Ohio and Oklahoma, published a total of 16 reprints of state laws, bills and statutes in relation to libraries. This gives a regional average of two reprints

TABLE 5

NUMBER OF REPRINTS OF STATE LAWS, BILLS AND STATUTES
PUBLISHED YEARLY, 1936-1949

STATE	TOTAL	1936	1937	1938	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948	1949
California	6	-	-	1	-	-	1	-	-	-	2	1	1	-	-
Colorado	2	-	-	1	-	-	-	-	-	-	-	-	1	-	-
Illinois	5	-	1	-	-	-	2	-	-	-	-	1	1	-	-
Indiana	1	-	-	-	-	-	-	-	1	-	-	-	-	-	-
Iowa	3	-	-	-	-	1	-	-	-	-	-	1	1	-	-
Kansas	2	-	-	-	1	-	-	-	-	-	-	1	-	-	-
Massachusetts	1	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Minnesota	1	-	1	-	-	-	-	-	-	-	-	-	-	-	-
Missouri	2	1	-	-	-	-	-	-	-	-	-	1	-	-	-
New Jersey	2	-	-	1	-	-	-	-	-	-	-	1	-	-	-
New Hampshire	2	-	-	-	1	-	-	-	1	-	-	-	-	-	-
North Carolina	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-
Ohio	1	-	-	-	-	1	-	-	-	-	-	-	-	-	-
Oklahoma	1	-	-	-	-	-	1	-	-	-	-	-	-	-	-
South Dakota	1	-	-	-	-	-	1	-	-	-	-	-	-	-	-
Vermont	1	-	1	-	-	-	-	-	-	-	-	-	-	-	-
Virginia	4	-	-	-	-	-	-	-	-	1	-	2	-	1	-
Washington	1	-	-	-	-	-	-	-	-	-	-	-	-	1	-
TOTALS	37	2	3	3	2	2	5	0	2	1	2	8	4	2	1

for each state. It also is significant that only two of the states previously classified as middle western did not publish reprints of laws relating to libraries during the period studied.

The far western states published 10 reprints of library laws, bills and statutes. These four states, California, Colorado, South Dakota and Washington each had a regional average of 2.5 reprints of laws, bills and statutes published. This average is .5 above that for the middle western states.

The four northern states of Massachusetts, New Jersey, New Hampshire, and Vermont, rank third in the number of reprints of laws, bills and statutes published relating to library service. Publishing six such items, their regional average is 1.5 reprint per state.

The two southern states, North Carolina and Virginia, publishing only five reprints of state library laws, bills and statutes, had an average of 2.5 reprints each published.

Now to compare these sectional averages with the percentage of the whole number of reprints which each state has published. As has appeared throughout this section of the study, the middle western states lead in the percentage of the total number published. The percentage of this group of states is 44.3 per cent of the total number published during the period studied. The next group of states with the highest percentage of the total number published is the far western states, which published 27 per cent of the total.

The northern states, with six reprints, have published 16.2

per cent of the total number of reprints published during the period studied. The unrepresentative southern states, having published only five reprints, have published only 13.5 per cent of the total number.

To summarize this section, it must be pointed out that the middle western states and the far western states have shown a decidedly greater interest in library legislation than the northern and southern states, from the standpoint of their reprinting the laws, bills and statutes of the states in each section. Whether the laws, bills and statutes were only introduced into the state legislature, passed the legislature or failed to pass the legislature, these two regions, the middle west and the far west, have placed more emphasis on informing the public and librarians on library legislation. We shall see later if this conclusion holds true throughout the following analysis.

Discussion of Laws, Bills and Statutes

Into this section of the study have been placed 53 items of library legislation literature. Table 6 shows their frequency of publication.

Table 6 shows that the largest number of discussions of state laws, bills and statutes published during any one year was eight and these were published in 1939. The second largest number, seven, was published in 1941, and the next largest number, six in 1947. Unlike the summary to the section on reprints of state laws, bills and statutes, no immediate supposition can

TABLE 6

NUMBER OF DISCUSSIONS OF STATE LAWS, BILLS AND STATUTES
PUBLISHED YEARLY, BY STATES, 1936-1949

STATE	TOTAL	1936	1937	1938	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948	1949
California	2	-	-	-	1	-	1	-	-	-	-	-	-	-	-
Illinois	10	2	-	2	2	-	2	-	-	1	-	-	1	-	-
Indiana	4	-	-	-	1	-	1	-	-	-	-	-	1	-	1
Iowa	4	-	1	-	-	-	-	-	-	-	1	-	-	1	1
Michigan	3	1	-	-	-	-	-	-	-	1	-	1	-	-	-
Minnesota	1	-	-	-	1	-	-	-	-	-	-	-	-	-	-
Missouri	8	-	-	-	-	-	-	3	1	2	1	-	1	-	-
Montana	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-
Nebraska	1	-	-	-	-	-	-	-	-	-	-	1	-	-	-
New Hampshire	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-
New Mexico	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-
New York	1	-	-	-	-	-	-	-	-	-	-	-	-	1	-
Ohio	2	-	2	-	-	-	-	-	-	-	-	-	-	-	-
Oklahoma	2	-	1	1	-	-	-	-	-	-	-	-	-	-	-
Tennessee	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-
Texas	3	-	-	-	2	-	-	-	-	-	-	-	-	-	1
Virginia	1	-	-	-	-	-	-	-	-	1	-	-	-	-	-
Washington	7	-	1	-	1	-	3	-	-	-	-	-	-	-	2
TOTALS	53	3	5	4	8	0	7	3	1	5	2	2	6	2	5

be made as to why these large number of publications occurred during these particular years.

Table 6 also shows that, in numbers published, the same region of the United States leads in the number of discussions of state laws, bills and statutes that also led in the number of reprints of laws. That is, in numbers published, the nine middle western states, Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio and Oklahoma, again led. With a total of 35 items, each state in that region has published an average of 3.9 discussions of laws, bills and statutes pertaining to libraries.

Second in number of discussions of laws, bills and statutes, come the far western states. This region, composed here of four states, California, Montana, New Mexico and Washington, have published a total of 10 discussions, giving each state in that region an average of 2.75 published discussions.

The three southern states, Tennessee, Texas and Virginia, have published five discussions of library laws, bills and statutes. This gives each state in that region an average of 1.7 discussions published.

Fourth in the number of discussions published are the two states in the northern region. These two states, New Hampshire and New York, have published only two discussions, giving each state in that region an average of one article published.

With the regional totals and averages for this section of the study computed, a comparison of these figures with the percentages of the total number published, that each region of the

country has published will be shown. As stated in the beginning of this section on discussions of library laws, bills and statutes, there are 53 items included here. Of this number, the middle western states again prove to be the leaders, having published 66 per cent of the total number of discussions of state library laws, bills and statutes published during the period studied. This figure misses by less than one per cent of being two-thirds of the total number published. This is a remarkable feat for just nine or half the number of states that published any discussions of state library laws, bills and statutes during the period studied.

Second in percentage of the whole number published, are the four far western states. These states published 20.8 per cent of all discussions of state laws, bills and statutes relating to libraries during the period.

In third place, so far as percentages of the total number of state library laws, bills and statutes published is concerned are the three southern states which published 9.4 per cent of the total number. And following the southern states are the two northern states. These states have published only 3.7 per cent of the total number published.

In summarizing this section of the study of the Discussion of State Library, Laws, Bills and Statutes, all that needs to be said is that the conclusion reached in the section on Reprints of State Library Laws, Bills and Statutes, is collaborated here. That conclusion was that the middle western and far western states have shown a decidedly greater interest in library legislation

than the northern and southern states. This is evident from the standpoint of the publications of discussions of laws, bills and statutes relating to the libraries of the United States.

Discussions of the Need for More and Better Library Legislation

This, the final section dealing with state library legislation, contains a total of 20 items. Table 7 shows the frequency of publication of these items.

Table 7 shows an interesting thing, namely, that 15 of the total of 20 items published about the need for more and better state library legislation, were published by the 6 middle western states. These states, Illinois, Indiana, Kansas, Michigan, Missouri and Ohio, had a per state average of 2.5 discussions on the need for more and better state library legislation published.

The other three regions of the country are represented by one state each. Washington, representing the far western states, published three appeals for more and better library legislation. Texas, representing the southern states, has published one such appeal, and New York, representing the northern states, has also published only one such appeal.

Although hardly necessary, consistency demands that percentages of the whole number of discussions of the need for more and better state library legislation be calculated. The six middle western states published 75 per cent of the total number published. The far western states, one represented here, published 15 per cent of all that were published. Texas, of the southern region, and New York, of the northern region, published only five per cent of the total number published.

TABLE 7

NUMBER OF DISCUSSIONS OF THE NEED FOR MORE AND BETTER
STATE LIBRARY LAWS, BILLS AND STATUTES PUBLISHED,
BY YEAR AND BY STATE, 1936-1949

STATE	TOTAL	1936	1937	1938	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948	1949
Illinois	3	-	3	-	-	-	-	-	-	-	-	-	-	-	-
Indiana	3	-	1	-	-	1	-	-	-	-	-	-	1	-	-
Kansas	1	-	-	-	-	-	-	-	-	-	-	-	-	1	-
Michigan	1	-	-	-	-	-	1	-	-	-	-	-	-	-	-
Missouri	5	-	-	-	-	1	-	4	-	-	-	-	-	-	-
New York	1	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Ohio	2	-	-	-	-	-	-	-	-	1	-	-	1	-	-
Texas	1	-	1	-	-	-	-	-	-	-	-	2	-	-	-
Washington	3	-	-	-	-	-	-	-	-	-	-	-	-	1	-
TOTALS	20	0	5	0	0	2	1	4	0	1	0	2	2	2	1

A summary of this section of the study can only substantiate the conclusion of the two previous sections. This conclusion is that the middle western and far western states have shown greater interest in library legislation than have the northern and southern regions. This fact upholds a political theory prevalent in this country that the mid west and far west are our experimental and democratic areas. Libraries, and interest in legislation for such, seems to be one of their many vital concerns.

County Library Legislation Literature

The 16 items listed in this section were included in the previous discussion of state library legislation literature. They are only here separated, to point out their differences, if any. To explain further, the 16 items for county library legislation were included in the figures for state library legislation which totaled 110 items.

Reprints of County Library Laws.

In this section of the study there are four items, as follows: Iowa, with one published in 1947, New Hampshire, with one published in 1939, New Jersey, with one published in 1946 and Vermont with one published in 1937. Thus each state published only one reprint of county library laws. An interesting fact is that none of these reprints were published during the World War II. Two states' reprints--New Hampshire and Vermont--were published before the second World War, and two reprints of Iowa and New Jersey, were published immediately after the war.

Discussion of County Library Laws, Bills and Statutes

This section has a total of seven items as follows: Illinois, with one published in 1941; Missouri, with one published in 1942; New Hampshire, with one in 1947; Texas, with one in 1939 and Washington, with two in 1941. Unlike the reprints, one of these items was published during the World War II period. Also different about this particular section is the fact that four of the seven items were published before the World War II period as compared with two reprints. There are also two discussions of county library laws, bills and statutes published immediately after the end of World War II.

Discussions of the Need for More and Better County Library Laws, Bills and Statutes

There are only five items to be considered in this section which were published as follows: Indiana, with one published in 1937 and 1942; Missouri, also with two, one in 1940, and the other in 1942; and Washington, with one in 1946. Of these five items, three--those of Indiana and Missouri--were published before the World War II. One in Missouri and one in Washington were published immediately after the war.

Perhaps the only summary that can be made of this section is in relation to when the items were published. Of the 16 items in this section of the study, nine, or 56.25 per cent were published before World War II; two, or 12.5 per cent were published during the war; and five, or 31.25 per cent were published after the war. The value of these statistics will depend upon how they are used, and for what purpose.

Municipal Library Legislation

There are 11 items in this section of the study, and they also were included in the discussion of state library legislation literature. They are separated here to show their possible differences.

Reprints of Municipal Laws, Bills and Statutes

Here, there are only three items, published as follows: Missouri, with one in 1936; New Jersey, with one in 1938; and Virginia, with one in 1948. Thus, only three states published reprints of their municipal library laws, and then only one each during the period studied. Also significant is the fact that two, or 67 per cent of all items were published before World War II, and only the remaining 33 per cent after the war.

Discussions of Municipal Library Laws, Bills and Statutes

Here, we find that there are five items, as follows: California, with one published in 1939; Indiana, with one in 1941; Illinois, with one in 1939; and Oklahoma with two, one in 1937 and the other in 1938. All of the items in this group were published before the World War II. This study did not find a trace of one item in this section having been published since the war.

Summary

In this chapter, dealing with state, county and municipal library legislation, we find more material than in the previous chapter on national library legislation. Of the 110 items found

37 were reprints of state, county and municipal library laws, bills and statutes. This group, therefore, comprises 33 per cent of all state, county and municipal library legislation literature found. Also, there are 53 items classified as discussions of library laws, bills and statutes. This group comprises 49 per cent of all state, county and municipal library legislation literature found. Finally, there is the literature about the need for more and better library legislation, comprising 18 per cent--20 items--of all the state, county and municipal library legislation literature found.

When divided as to state, county or municipal library legislation, we find that 83 items, or 75 per cent of the total deal solely with state library legislation. Literature pertaining to county library legislation totals 16 items, or 15 per cent of the total number published. The 11 items on municipal library legislation are 10 per cent of total number published.

Because of the above figures, it can be concluded that more emphasis has been placed on state-wide library legislation during the period studied, than on county or municipal library legislation.

CHAPTER IV

SUMMARY

This study found that there is a moderate amount of library legislation literature available, and that the most emphasis has been placed on the state-wide library legislation during the period studied, while less emphasis was placed on national, county or municipal library legislation. Statistics prove this. Of the 157 entries used in this study, 48 were about national library legislation, and 110 were about state, and municipal library legislation. Of these 110 entries, 83 were concerned only with state library legislation, while 16 were about county library legislation and 11 were about municipal library legislation.

In this study, national, state, county and municipal library legislation literature was divided into three classes: (1) reprints of library laws, bills and statutes, (2) discussions of the laws, bills and statutes, and (3) discussions of the need for more and better library laws, bills and statutes. There were a total of 47 reprints, with 12 being reprints of national library laws, bills and statutes, 30 being reprints of state library laws, bills and statutes, four being reprints of county library laws, bills and statutes, and three being reprints of municipal library laws, bills and statutes.

Next, there are the discussions of library laws, bills and statutes for all four types of library laws. These totaled 78, with 25 being discussions of national library laws, bills and statutes, and 53 being discussions of state, county and municipal

library laws, bills and statutes. Of these 53 items, 41 are devoted solely to state library laws, bills and statutes, seven to county library laws, bills and statutes and five to municipal library laws, bills and statutes.

Lastly, there are the discussions of the need for more and better library laws, bills and statutes. These totaled 31, with 11 being discussions of the need for more and better national library laws, bills and statutes and 20 being discussions of the need for more and better state, county and municipal library laws, bills and statutes. Of these 20 items, 12 are devoted solely to need for more and better state library laws, bills and statutes, while five are discussions of the need for more and better county library laws, bills and statutes and three are discussions of the need for more and better municipal library laws, bills and statutes.

In Chapter III of this study, the United States was divided into 4 regions, namely, middle western, far western, northern and southern. This was done so as to provide a method of showing the trends in the publication of library legislation literature in each section of the country. This unfortunately could not be done for Chapter II.

In the sections on reprints of laws, bills and statutes, discussions of library laws, bills and statutes, and discussions of the need for more and better library laws, bills and statutes, it was found that the middle western states published more literature than any of the other regions. These middle western states published 16 reprints of library laws, bills and statutes, as

opposed to 10 published by the far western states. The middle western states published 35 discussions of library laws, bills and statutes, while the far western states published 10, the southern states published five, and the northern states published two. The middle western states also published 15 discussions of the need for more and better library laws, bills and statutes, while the far western states published three such discussions and the northern and southern states each published only one discussion of the need for more and better library laws, bills and statutes.

Broken down into percentages, this means that the middle western states have published 44 per cent of all reprints of library laws, bills and statutes, 66 per cent of all discussions of library laws, bills and statutes, and 75 per cent of all discussions of the need for more and better library laws, bills and statutes. In fact, the middle western states, publishing 66 of the 110 items used in this study, published 60 per cent of all state, county and municipal library legislation literature.

Thus, in concluding these figures, it can easily be seen that more literature has been published about state-wide library legislation than about national, county or municipal library legislation, and that the middle western states have led in the publication of this literature.

APPENDICES

APPENDIX A

APPENDIX A; The material listed herein is background material necessary for any study of library legislation. It is listed in strict alphabetical order by author. In the few cases in which no author was given, the entry is placed in its alphabetical position according to the title of the article.

RIGHTARTS

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APPENDIX B

APPENDIX B; The material listed herein is the literature on national library legislation used in the study. Each of the three sections is in strict alphabetical order, by author.

NATIONAL LIBRARY LEGISLATION LITERATURE

Section I

Reprints of Laws, Bills and Statutes

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APPENDIX C

APPENDIX C; The material listed herein is the literature of state, county and municipal library legislation used in the study. Here the material is listed alphabetically, first by states and then by author.

STATE, COUNTY AND MUNICIPAL LIBRARY LEGISLATION LITERATURE

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